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The flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development

Report of the Secretary-General

Summary

The present report responds to a request made at the twenty-eighth session of the Commission on Population and Development for an annual report on the flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development. The report has been prepared in accordance with General Assembly resolutions 49/128 and 50/124, in which the Assembly called for the preparation of periodic reports on the flow of financial resources to assist in the implementation of the Programme of Action.

The report examines the flow of funds from donor countries for population assistance in developing countries for 1997 and provisional figures for 1998. International population assistance increased negligibly from $1.96 billion in 1997 to $2.06 billion in 1998. Although assistance remains virtually unchanged since 1996 at about $2 billion, the 1998 figures are positive in that they reverse the downward trend first observed in 1997. However, funding levels are still only roughly 36 per cent of the $5.7 billion target agreed upon in Cairo as the international community's share in financing the Programme of Action. Although more countries contributed

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over 4 per cent of total official development assistance (ODA) to population activities in 1998 than in 1997, for donor countries as a whole population assistance as a percentage of ODA declined in 1998, as did assistance in relation to gross national product (GNP).

Developing countries continue to commit domestic resources for population programmes. In 1998, domestic government and non-governmental expenditures were estimated at $8.6 billion, a figure slightly higher than that for 1997. This estimate should be treated with caution because the data are far from complete and not entirely comparable. It should be noted that most of the domestic resource flows originate in a few large countries. Together, external assistance and domestic expenditures for population activities yield a global estimate of $10.6 billion in 1998.

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Introduction

1. The present report has been prepared by the United Nations Population Fund (UNFPA) in response to a request at the twenty-eighth session of the Commission on Population and Development[1] for an annual report on the flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development.[2] The report is part of the work programme of the Commission on Population and Development and is in accordance with General Assembly resolutions 49/128 and 50/124 which called for the preparation of periodic reports on the flow of financial resources for assisting in the implementation of the Programme of Action.

2. The report examines the flow of funds from donor countries for population assistance in developing countries for 1997 and provisional figures for 1998. It also provides estimates of government and non-governmental organization expenditures for population activities in developing countries for 1998. Data-collection activities for both donor and domestic resource flows continue to be undertaken by the Netherlands Interdisciplinary Demographic Institute (NIDI) under a contract with UNFPA. Evaluation and analysis of data are carried out by NIDI in close collaboration with UNFPA.

Methodology

3. Data on donor assistance for population activities presented in this report were gathered with the use of a detailed questionnaire mailed to some 200 donor countries, multilateral organizations and agencies, major private foundations and other non-governmental organizations that provide population assistance. The 1998 data are based on 126 responses received as of 15 December 1999, the cut-off date for this report. The 1998 figures should be treated as preliminary because they are subject to change as more responses are received.

4. Information on domestic resource flows in 1998 were also obtained from responses to questionnaires sent to 94 UNFPA/United Nations Development Programme (UNDP) field offices throughout the world, covering some 155 countries. A total of 56 countries provided information by 15 December 1999, representing over half of the population in developing countries. Case studies conducted in select countries as part of the resource flows project supplemented the responses to the mail inquiry.[3]

5. The donor and domestic financial resource flows analysed in this report are part of the "costed population package" as specified in paragraph 13.14 of the Programme of Action: family planning services; basic reproductive health services; sexually transmitted diseases (STDs)/human immunodeficiency virus (HIV)/ acquired immunodeficiency syndrome (AIDS) prevention activities; and basic research, data, and population and development policy analysis. The Programme of Action estimated that the total cost for implementing this population and reproductive health package in the developing countries and countries with economies in transition would be US$ 17 billion[4] by the year 2000. It was further estimated that approximately two thirds of the projected costs would be met by the countries themselves and one third, or $5.7 billion, would come from external assistance.

I. External assistance for population activities

6. The five-year review and appraisal of the implementation of the Programme of Action of the International Conference on Population and Development showed many encouraging signs of progress that had been made in advancing the Cairo agenda. Country after country addressed the special session of the General Assembly in June/July 1999 for the review and appraisal of the implementation of the Programme of Action to point out progress made, lessons learned, constraints encountered and further actions required to achieve full implementation of the goals of the Conference. An important part of the review exercise was an analysis of actual funding for population programmes, as compared with resource targets contained in the Programme of Action. A lack of sufficient financial resources was cited as one of the chief constraints on full implementation of the Programme of Action.

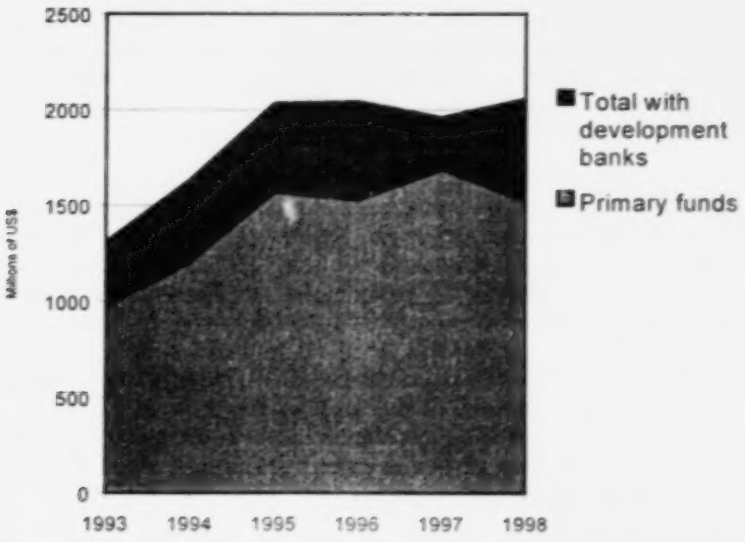
7. International population assistance has followed an increasing trend since the immediate post-Conference period. From 1993 to 1996, population assistance increased 54 per cent, from $1.3 billion to just over $2.0 billion. By 1997, however, funding levels had decreased for the first time in the post-Conference period, to $1.96 billion. Donor countries continued to be the largest source of primary funds, contributing $1.5 billion, or 78 per cent of all primary funds for international population assistance in 1997. Development banks, chiefly the World Bank, provided just over $275 million (14 per cent) in the form of multi-year loans; multilateral organizations and agencies contributed $49 million, or 2.5 per cent; and private sources, especially foundations, provided $106 million, or 5.4 per cent of the total primary funds for population assistance.

8. Preliminary assessments based on responses to the 1998 round of questionnaires received as of 15 December 1999 indicate a small increase in the level of population assistance from $1.96 billion in 1997 to $2.06 billion in 1998. Donor countries contributed $1.5 billion, multilateral organizations and agencies reported $35 million, private sources contributed $64 million and the World Bank made available $426 million in the form of multi-year loans. Figure I provides the trends in international population assistance from the pre-Cairo period in 1993 to 1998. Data for countries that did not report 1998 figures are estimated at the 1997 level.[5] Data for 1998 are provisional and subject to change as more responses are received. The figures are expected to increase once such significant contributors as the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), the Ford Foundation and several other major donors that did not reply by the cut-off date submit 1998 data. Final figures will be included in the *Global Population Assistance Report 1998* which will be published in the latter half of 2000.

9. It should be noted that more funds are channelled to population activities than reported here because many integrated projects include population activities but the funds are not disaggregated by component. A number of donor countries expressed concern that large sums of money for population assistance might go unreported because they were part of integrated health, education or other social sector projects. Sharing this concern, UNFPA/NIDI set up a task force to discuss this issue and to reach some agreement on an approach to estimating the population component in integrated projects that could be applied to total project expenditures so as to arrive

at the resources earmarked for the International Conference on Population and Development "costed population package".

Figure I. Trends in international population assistance, 1993-1998

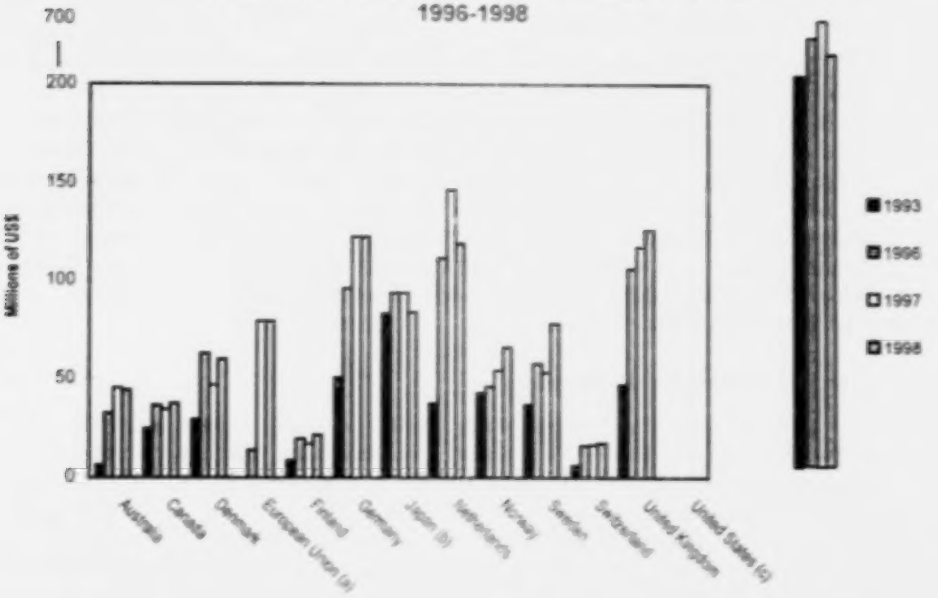


Note: 1998 data are provisional.

A. Trends in donor country assistance

10. Bilateral assistance increased from $777 million in 1993 to over $1.5 billion in 1997, increasing by almost 12 per cent over the 1996 total of just under $1.4 billion.[6] The United States of America continued to be the largest donor, contributing $662 million in population assistance in 1997, or 43 per cent of the primary funds of donor countries. The Netherlands was the second largest donor, contributing $146 million in population assistance, or almost 10 per cent of funds contributed by donor countries. Other major donors in 1997 were Germany, the United Kingdom of Great Britain and Northern Ireland, Japan,[7] the European Union (EU), Norway, Sweden, Denmark, Australia and Canada (figure II).

Figure II. Trends in donor country population assistance, pre- and post-International Conference on Population and Development, selected donor countries, 1993 and 1996-1998



Note: 1998 data are provisional.

[a] No data are available for the European Union (EU) prior to 1994. Figures for 1998 are estimates at the 1997 level, the latest year for which figures were reported.

[b] Figures for 1996 and 1997 are estimated at the 1995 level, the latest year for which figures were reported. Japan's 1998 figure is underestimated because it excludes Japan's contribution to the Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (UNAIDS).

[c] The 1998 figure for the United States is underestimated because it excludes contributions to intermediate donors.

11. Preliminary assessments based on responses to the questionnaires on 1998 resource flows indicate that, as a whole, the contribution of donor countries remained unchanged from the 1997 level. Of the 19 countries that reported 1998 figures, 13 increased their contributions, while 6 countries decreased funding levels. The five largest donors in 1998 were the United States, the United Kingdom, Germany, the Netherlands and Japan.

12. In 1998, the majority of final expenditures for population activities went to family planning services (42 per cent); 22 per cent was spent on basic reproductive health services, 21 per cent went to STDs/HIV/AIDS activities and 15 per cent was spent on basic research, data, and population and development policy analysis. These percentages should be treated as estimates because, with the trend towards integration of services, it is becoming increasingly more difficult to distinguish between the enumerated categories of population activities. Many data-recording systems are such that reproductive health services include family planning services and/or STDs/HIV/AIDS activities. Every effort is made to report expenditures separately for the four categories.

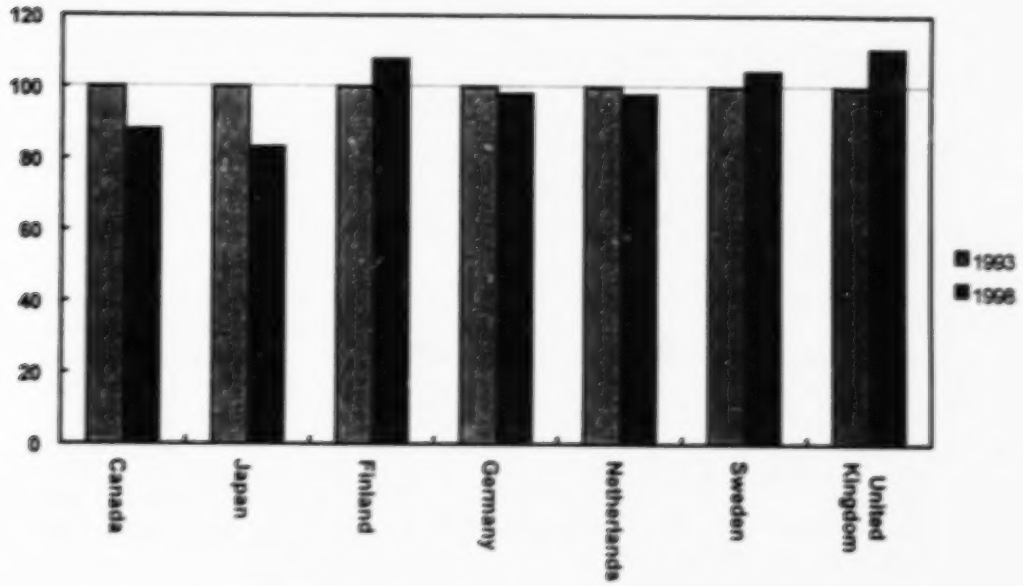
Effects of exchange-rate variations

13. UNFPA uses the United States dollar as the standard currency when monitoring resource flows. As a result, some countries that have increased their contributions in local currencies may, in fact, be reported as having decreased their population assistance in United States dollars. For example, in 1997, Sweden increased its contribution in terms of the Swedish krona but, owing to the unfavourable exchange rate, it registered a decrease in terms of the United States dollar. In 1998, Australia, Germany and Japan increased their funding levels in local currency, but registered decreases in terms of the United States dollar. Figure III presents the effects of currency fluctuations and trends in exchange rates for 1993 (pre-International Conference on Population and Development) and 1998 (latest available), based on the United States dollar, for major donor countries that experienced the largest exchange-rate swings during this period. Canada, Japan, Germany and the Netherlands saw their currencies weaken against the United States dollar, while the currencies of Finland, Sweden and the United Kingdom appreciated against the dollar in the same period.

Population assistance as a percentage of official development assistance

14. Donor countries contributed 3.18 per cent of their total official development assistance (ODA) to population assistance in 1997. Preliminary indications are that in 1998, this percentage declined for the first time since the International Conference on Population and Development to 2.98 per cent. It should be pointed out that, because total ODA has declined (from $56.5 billion in 1993 to $48.1 billion in 1997, the latest year for which figures were available at time of publication), population programmes, in fact, received a smaller share of *decreasing* total ODA.

Figure III. Exchange-rate fluctuations, pre- and post-International Conference on Population and Development: 1993 versus 1998



Note: Index of local currency per US$ where 1993=100.

15. In 1997, the percentage of ODA that countries earmarked for population assistance (excluding those reporting no contributions in 1997) varied from 0.11 to 9.63 per cent. Of the countries reporting in 1997, 12 contributed a larger percentage of ODA for population assistance than they had in 1996. Despite stagnating overall funding for population activities, five countries contributed more than 4 per cent of their total ODA for population assistance in 1997: the United States, the Netherlands, Finland, Australia and Norway. In 1998, the percentage of ODA that countries earmarked for population activities ranged from 0.26 to 9.01 per cent. Seven countries contributed more than 4 per cent of total ODA to population activities: the United States, Finland, Norway, Sweden, Luxembourg, Australia and the Netherlands.

Population assistance in relation to gross national product

16. In 1997, donor countries spent, on average, $72 per million dollars of gross national product (GNP) for population assistance, up from $61 per million dollars of GNP in 1996. The preliminary figure for 1998 is $68 per million dollars of GNP. The average dollar amount conceals the large variation between countries, from $5 to $435 per million dollars of GNP. The amount of money that countries spent on population assistance has increased considerably since the pre-International

Conference on Population and Development period in 1993 when it stood at $42 per million dollars of GNP.

B. Trends in multilateral assistance

Grants

17. Multilateral assistance to population activities provided by the organizations and agencies of the United Nations system decreased to $35 million in 1998 from $49 million (the 1997 figure). This number, which is expected to increase as additional responses are received, does not reflect the contributions of UNICEF and WHO which did not reply by the cut-off date for this report. The 1998 level is considerably lower than the pre- and immediate post-International Conference on Population and Development figures of $66 million in 1993, $107 million in 1994 and $111 million in 1995.

18. The significance of population assistance from multilateral organizations and agencies can be best appreciated by considering the amount of funds flowing through these organizations for further distribution. In 1997, $408 million flowed through multilateral organizations and agencies; the preliminary figure for 1998, which does not include the contributions of UNICEF and WHO, is $355 million. UNFPA continues to be the leading provider of United Nations assistance in the population field, with $284 million having flowed through the organization in 1998. Although higher than the pre-International Conference on Population and Development level of $234 million in 1993, this figure is 13 per cent lower than the high of $328 million in 1996.

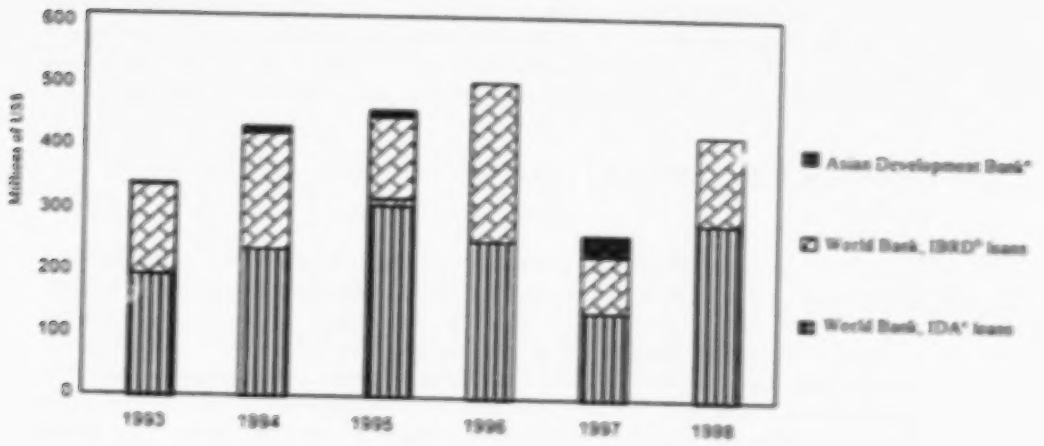
Loans

19. Development banks, which provide loans to developing countries, are an important source of multilateral population assistance. The development banks' projects reflect multi-year commitments, recorded in the year in which they are approved, but intended to be dispersed over several years. The World Bank provides most of the loans for population assistance. New loan commitments in 1998 served to increase the Bank's lending for population and reproductive health activities substantially to $426 million from a low of $234 million in 1997. Of this amount, $284 million comprised International Development Association (IDA) loans, made at highly concessional rates, and $142 million comprised International Bank for Reconstruction and Development (IBRD) loans, made at rates closer to those prevailing in the market.

20. Other regional development banks, including the African Development Bank, the Asian Development Bank and the Inter-American Development Bank, reported having provided loans for primary health programmes for which an undetermined amount was earmarked for population activities. Record-keeping systems make it extremely difficult to disaggregate the population component in such integrated projects and to isolate the "costed population package" from those activities that are not referred to in paragraph 13.14 of the Programme of Action of the International Conference on Population and Development. As a result, loans that are used to finance basic social service programmes such as general health and education, and which include family planning, reproductive health and HIV/AIDS prevention

services, go unrecorded because it is not possible to disaggregate funds allocated by the four main population categories defined in the Programme of Action.

Figure IV. Trends in multilateral development loans for population activities, 1993-1998



Note: 1998 data are provisional.

[a] No figures are available for the Asian Development Bank for 1998 because the Bank reported having issued loans to integrated health projects of which an undetermined amount was earmarked for population activities.

[b] International Bank for Reconstruction and Development.

[c] International Development Association.

C. Trends in private population assistance

21. The private sector has become an increasingly visible player in the field of population assistance, with private foundations, non-governmental organizations and other private organizations making significant contributions to population activities. Each year, UNFPA/NIDI seeks to obtain information on the amount of funds originating with the private sector by sending questionnaires on financial resource flows to the major private foundations, international non-governmental organizations and other organizations that are active in the population field. While most organizations provide the requested information, we are aware that there are several private foundations whose contributions go unreported because we do not receive responses to our inquiries. Every effort is made to capture all the funds earmarked for population and reproductive health programmes. A number of foundations have announced large grants for population activities, including the William H. Gates Foundation, the David and Lucile Packard Foundation, and the Wellcome Trust. Some of them are just beginning to be reflected in these reports

because they are only now recording actual expenditures in this area. Others have earmarked funds, but have not posted actual expenditures in fiscal 1998.

22. In 1997, private sources contributed $106 million to population activities. As of 15 December 1999, with several major foundations not yet having reported, the preliminary1998 figure stands at $64 million. This is expected to increase as more organizations report their contributions.

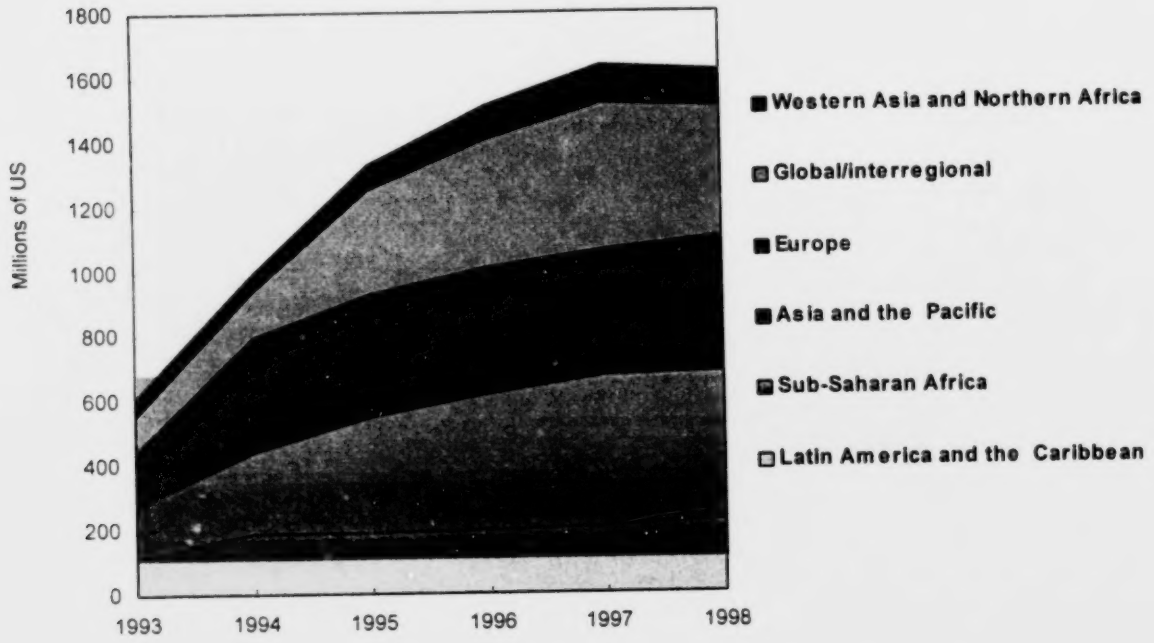
23. In 1998, the United Nations Foundation approved a number of grants to support projects that aim, *inter alia*, to integrate and enhance reproductive health care services, prevent adolescent pregnancy, meet the reproductive and sexual health needs of adolescents, prevent mother-to-child transmission of HIV/AIDS and prevent female genital mutilation. Over $4 million was disbursed in 1998 alone.

D. Trends in expenditures by geographical region and channel of assistance

24. More funds for population assistance are currently expended in sub-Saharan Africa than in any other region. Once the major recipient of population funding, Asia and the Pacific now ranks second in the amount of funds expended for population assistance. Together, the two regions received more than half of all international assistance in 1997. The distribution of population assistance among the other regions was as follows: Latin America and the Caribbean, 13 per cent; Western Asia and Northern Africa, 7 per cent; and Europe, 1 per cent. In recent years, global and interregional population activities have received an increasingly larger share of international assistance, from 18 per cent in the pre-International Conference on Population and Development period in 1993 to 28 per cent in 1997. Preliminary figures for 1998 point to similar trends, with sub-Saharan Africa receiving 28 per cent of total population assistance; Asia and the Pacific, 24 per cent; Latin America, 14 per cent; Western Asia and Northern Africa, 7 per cent; and Europe, almost 2 per cent. Moreover, in 1998, about one fourth of all population assistance went to global and interregional activities (figure V).

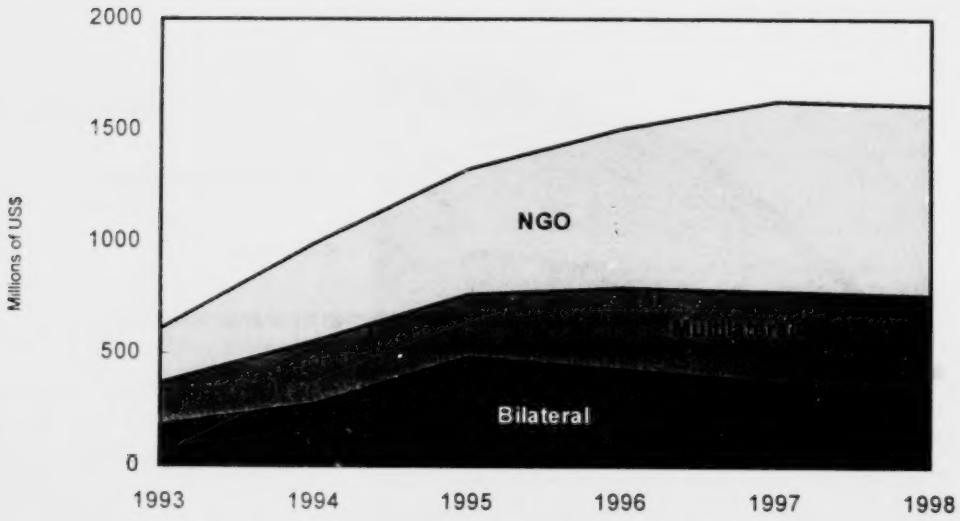
25. Assistance for population programmes flows from the primary source to the recipient country through one of the following channels: (a) the bilateral channel, with assistance flowing directly from the donor to the recipient country (usually to a government institution); (b) the multilateral channel, through organizations and agencies of the United Nations system; or (c) the non-governmental organization channel (both international and national), through such organizations as the International Planned Parenthood Federation (IPPF) and The Population Council. In 1997, more than half of the total expenditures for population activities flowed through the non-governmental organization channel, 25 per cent went through the multilateral channel and 23 per cent flowed through the bilateral channel. The non-governmental organization channel has remained the major channel of distribution of population assistance since 1993. Provisional figures for 1998 show that the non-governmental organization channel continued to dominate the flow of final expenditures, while the share of the multilateral channel was 25 per cent[8] and that of the bilateral channel, 22 per cent (figure VI).

Figure V. Population assistance by geographical region, 1993-1998



Note: 1998 data are provisional.

Figure VI. Final expenditures for population assistance, by channel of distribution, 1993-1998



Note: 1998 data are provisional.

II. Domestic financial resources for population activities

26. The UNFPA/NIDI resource flows project is currently in its third year of monitoring domestic financial resource flows for population activities. It is gratifying to report that both the quality of data and the percentage of the population covered have seen a marked improvement since the initial 1996 inquiry. The data collection has become a regular process in many of the developing countries and respondents from both the government and non-governmental organization sectors are increasingly aware of the importance of monitoring and reporting domestic resource flows. In many countries, national staff are recruited to assist the appropriate government authorities and national non-governmental organizations in responding to the questionnaires. The staff are instructed to focus on the International Conference on Population and Development "costed population package" and to ensure that only domestic resources are reported. To supplement the information gathered in the annual inquiry, UNFPA/NIDI has conducted case studies in Egypt, Ethiopia, India, Indonesia, Pakistan, Peru, Senegal, South Africa and the United Republic of Tanzania. Case studies in Brazil and China are planned for 2000.

27. In the next phase of the project, UNFPA/NIDI will select a few countries as pilots to test a plan to strengthen the capacity of countries to monitor and collect data on domestic resource flows. The objective is to train national staff in as many countries as feasible with the ultimate aim of having a key person in country responsible for collecting the data and maintaining a relational sub-database which can then be transmitted to the main database at project headquarters. Ideally, the national staff would be affiliated with a population institute, university or government population agency with access to computer facilities.

28. To avoid duplication of efforts and maximize cost-effectiveness, as well as to minimize respondent fatigue, UNFPA/NIDI and the Joint United Nations Programme on Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome (HIV/AIDS) (UNAIDS) coordinated data-collection activities beginning with a select group of respondents from the 1998 round of questionnaires. Results show that such collaboration is beneficial to all parties concerned. UNFPA/NIDI and UNAIDS will continue to collaborate on a broader and more institutionalized basis, eventually coordinating the domestic component and case studies.

29. UNFPA used the information gathered from countries that responded to the 1998 inquiry, reports of the case studies and supplementary data for a few large countries that either had not responded or had provided incomplete data, to calculate a very rough estimate of global d mestic resource flows for population activities.[9] This estimate, which should be treated with caution, came to $7.4 billion. An existing estimate of the proportion of private resources in the domestic total (14 per cent), or $1.2 billion, was added to reflect private resources. This brings the global total for domestic resource flows for population activities in 1998 to $8.6 billion.

30. Although the global figure of domestic resource flows is a crude estimate based on data that are sometimes incomplete and not entirely comparable, it is nevertheless useful in providing some idea of how far developing countries, as a group, have progressed in meeting the resource targets of the Programme of Action of the International Conference on Population and Development. While the global total of $8.6 billion shows real commitment on the part of developing countries and countries with economies in transition, it should be noted that most of the domestic

resource flows originate in a few large countries. Many countries, especially those in sub-Saharan Africa and the least developed countries, are simply unable to generate the necessary resources to finance their own national population programmes. Case studies confirm that, to a very large extent, developing countries are dependent on the international donor community to finance population activities.

Estimated government and non-governmental organization expenditures for population activities

31. Tables 1 and 2 provide estimates of government and non-governmental organization expenditures by region and category of population activity for the countries that responded to the 1998 inquiry. The 56 countries that provided data on domestic resource flows by 15 December 1999 represent 52 per cent of the population in developing countries and countries with economies in transition. If China and Mexico, which are preparing their responses, were included, the responses would represent over 78 per cent of the population in developing countries. The countries reported spending $1.3 billion for population activities; of this amount $1.2 billion came from government sources and $109 million comprised national non-governmental organization expenditures. Almost 31 per cent of government expenditures was allocated to family planning services; 23 per cent to basic reproductive health services; 34 per cent to STDs/HIV/AIDS activities; and 12 per cent to basic research, data, and population and development policy analysis. National non-governmental organizations distributed their funds as follows: 41 per cent for family planning services; 30 per cent for basic reproductive health services; 20 per cent for STDs/HIV/AIDS activities; and 9 per cent for basic research, data, and population and development policy analysis. It is clear that the Government plays the major role by far in financing population programmes in developing countries. Non-governmental organizations play an increasing role in the provision of services and in advocacy but the majority of them continue to rely on external sources for most of their funding.

Table 1
Estimates of government expenditures by category of population activity, 1998[a]

Region	*Family planning services*	*Basic reproductive health services*	*STDs and HIV/AIDS activities*	*Basic research, data and population and development policy analysis*	*Total project expenditures*
	Percentage				*(millions of US$)*
Sub-Saharan Africa	8	63	6	23	55.58
Asia and the Pacific	46	33	8	13	477.49
Latin America and the Caribbean	4	0.3	95	0.4	364.05
Western Asia and Northern Africa	44	28	5	23	271.62
Europe	13	32	31	24	9.07
All regions	31	23	34	12	1 177.81

Note: Row percentages may not add to 100 owing to rounding.

[a] Figures are based on the 56 countries reporting to the UNFPA/NIDI 1998 inquiry.

Table 2
Estimates of expenditures of national non-governmental organizations by category of population activity, 1998[a]

Region	*Family planning services*	*Basic reproductive health services*	*STDs and HIV/AIDS activities*	*Basic research, data and population and development policy analysis*	*Total project expenditures*
	Percentage				*(millions of US$)*
Sub-Saharan Africa	34	30	28	8	30.90
Asia and the Pacific	55	20	20	5	44.14
Latin America and the Caribbean	28	37	21	13	13.97
Western Asia and Northern Africa	30	51	7	13	18.70
Europe	23	15	43	20	0.82
All regions	41	30	20	9	108.53

Note: Row percentages may not add to 100 owing to rounding.

[a] Figures are based on the 56 countries reporting to the UNFPA/NIDI 1998 inquiry.

III. Conclusions

Progress in resource mobilization

32. There has been some progress in the mobilization of resources to achieve the International Conference on Population and Development goals. It is encouraging to note the positive population assistance policies of a number of donor countries since the Conference, as well as the continued strength of domestic resource flows. However, both donor and developing countries still have a long way to go before they reach the Conference goals. The lack of funding remains one of the chief constraints on the full implementation of the Programme of Action. The negligible increase in overall external assistance is discouraging, especially after the sense of optimism that characterized the immediate post-Conference period. International population assistance is about 36 per cent of the $5.7 billion target agreed upon in Cairo as the international community's share in financing the Programme of Action by the year 2000. It is gratifying to note that the slight downward trend observed in 1997 was actually reversed in 1998; the final figures may yet increase slightly as more responses are received.

Resource flows for other population-related activities

33. In monitoring the flow of financial resources for assisting in the implementation of the Programme of Action of the International Conference on Population and Development, UNFPA has adhered to the classification of population activities of the "costed population package" described in paragraph 13.14 of the Programme of Action. Funding for other population-related activities such as basic health, education, poverty eradication and women's issues, is not included in our calculations of international population assistance. Donors have indicated that a significant amount of resource flows goes to other population-related activities that address the broader population and development objectives of the Cairo agenda, but that have not been costed out and are not part of the agreed target of $17 billion. For example, Australia reported contributing $213 million in the area of women in development; primary, secondary and non-formal education; health, policy and administrative management; basic health care; basic health infrastructure; health education; nutrition; and health personnel management. Austria contributed $6.5 million to basic health care; basic health infrastructure; basic education; and gender-specific projects. Denmark reported providing $170 million in the area of health, education and gender. Finland contributed $140,000 for activities relating to the testing of blood and blood products; health care; health and social sector support; and maternal and child health care development. New Zealand provided $1.7 million for gender-specific activities. The United Kingdom contributed $9.5 million for activities related to primary health care and child survival.

New modalities for resource mobilization

34. The growing trend towards integration of services and the increasing use of sector-wide approaches (SWAPs), particularly in health and education, make it more difficult to track the level of funding going to the costed population package. As both donors and developing countries commit funds under the 20/20 initiative

(whereby donors commit themselves to allocating 20 per cent of development assistance and developing countries agree to allocate 20 per cent of their development funds to improving basic social services), this will also blur the lines between funds going to population and reproductive health and those going to other basic social services.

Further actions required

35. The current level of resource mobilization falls far short of the agreed targets. Action is required on the part of both donors and developing countries to fulfil their financial commitments and to mobilize additional resources needed to fully implement the goals of the International Conference on Population and Development. The twenty-first special session of the General Assembly for the review and appraisal of the implementation of the Programme of Action of the International Conference on Population and Development pointed out that increased political will and reaffirmation of the commitment for mobilization of resources, both international assistance and domestic funding, as had been agreed at Cairo, were urgently needed to accelerate the implementation of the Programme of Action (resolution S-21/2, annex, para. 91). It called on donor countries to intensify efforts to meet the $5.7 billion target in 2000, to reverse the current decline in overall ODA and to strive to fulfil the agreed target of 0.7 per cent of GNP for overall ODA as soon as possible (ibid., para. 95).

36. Governments and the international community were urged to promote additional mechanisms to increase funding for population and development programmes in order to ensure their sustainability, including advocating for increased funding from international financial institutions and regional development banks; selective use of user fees, social marketing, cost-sharing and other forms of cost recovery; and encouraging increased involvement of the private sector (ibid., para. 100).

37. Governments of both developed and developing countries were encouraged to give serious consideration to the implementation of the 20/20 initiative. It is essential to ensure that population concerns receive the necessary allocations in integrated and sector-wide programmes.

38. In view of limited resources, donor countries, international agencies and recipient countries were called upon to strengthen their efforts and enhance their collaboration to avoid duplication, identify funding gaps and ensure that available funds were used as effectively and efficiently as possible.

Notes

[1] See *Official Records of the Economic and Social Council, 1995, Supplement No. 7* (E/1995/27), annex I, sect. III.

[2] *Report of the International Conference on Population and Development, Cairo, 5-13 September 1994* (United Nations publication, Sales No. E.95.XIII.18), chap. I, resolution 1, annex.

[3] To date, case studies have been conducted in the following countries: Egypt, Ethiopia, India, Indonesia, Pakistan, Peru, Senegal, South Africa and the United Republic of Tanzania.

[4] All references to dollars are to United States dollars.

[5] France and the European Union (EU) did not provide data on population assistance by the publication deadline. As a result, their 1998 figures are estimated at the 1997 level. Spain's figure is based on 1997 data.

[6] Donor countries include Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom of Great Britain and Northern Ireland and the United States of America, all members of the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD). EU is included with the donor countries.

[7] Japan's 1997 figure is estimated at the 1995 level, the latest year for which figures were reported at the time.

[8] The share of the multilateral channel is under-reported since several donors did not include expenditures (such as membership fees) to intermediate donors such as the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP) and the United Nations Development Fund for Women (UNIFEM) because they were not sure what percentage of their contributions had been used for activities specified in the "costed population package" of the Programme of Action of the International Conference on Population and Development.

[9] A simple estimation method was used to calculate the global figure of domestic resource flows. Results of the 1998 United Nations Population Fund (UNFPA)/Netherlands Interdisciplinary Demographic Institute (NIDI) inquiry were supplemented by reports of the UNFPA/NIDI case studies and other sources, as available, including data from the 1997 round of questionnaires, resulting in a coverage of 85 per cent of the population. Regional estimates of domestic resource flows were extrapolated based on 1998 population data and summed to yield a global total of government and non-governmental organization expenditures for population activities. An existing estimate of 14 per cent of the domestic total was added to include private financing in order to arrive at a crude global total for domestic flows. The results should be treated with caution because the available data are often underestimated, incomplete and not entirely comparable.